

### 3b. 2013SP-049-001

#### **EAST GREENWAY PARK**

Map 084-05, Parcel(s) 015-016

Council District 06 (Peter Westerholm)

Staff Reviewer: Melissa Sajid

A request to rezone from R10 to SP-MU zoning for properties located at 801 Rosebank Avenue and Eastland Avenue (unnumbered), at the southeast corner of Rosebank Avenue and Eastland Avenue (9.9 Acres), to permit up to 62 residential dwelling units and up to 1,300 square feet of commercial uses, requested by Civil Site Design Group, PLLC, applicant; East Greenway Park, LLC, owner.

**Staff Recommendation: Approve with conditions and disapprove without all conditions.**

#### **APPLICANT REQUEST**

**Preliminary SP to permit up to 62 residential units and limited commercial and office uses.**

##### Preliminary SP

A request to rezone from One and Two Family Residential (R10) to Specific Plan – Mixed Use (SP-MU) for properties located at 801 Rosebank Avenue and Eastland Avenue (unnumbered), at the southeast corner of Rosebank Avenue and Eastland Avenue (9.9 acres), to permit up to 62 residential dwelling units and up to 1,300 square feet of commercial uses.

##### **Existing Zoning**

One and Two Family Residential (R10) requires a minimum 10,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 4.63 dwelling units per acre including 25 percent duplex lots. *R10 would permit a maximum of 36 lots as a cluster lot subdivision, with 9 duplex lots for a total of 45 total units, or 43 lots with 10 duplex lots for a total of 53 units.*

##### **Proposed Zoning**

Specific Plan-Mixed Use (SP-MU) is a zoning district category that provides for additional flexibility of design, including the relationship of streets to buildings, to provide the ability to implement the specific details of the General Plan. This Specific Plan includes residential uses in addition to office and/or commercial uses.

#### **CRITICAL PLANNING GOALS**

- Provides a Range of Housing Choices
- Supports Infill Development

This request adds additional density in an area served by adequate infrastructure which will reduce the long-term costs of providing additional infrastructure to the area. In addition to supporting infill development, the proposed cottage-style development will enhance the available choices of housing stock in the area. The site is located adjacent to Rosebank Avenue and Eastland Avenue which are both collector streets and would support the increased density of this development.

#### **EAST NASHVILLE COMMUNITY PLAN**

##### **Existing Policy**

Residential Low to Medium Density (RLM) policy is intended to accommodate residential development within a density range of two to four dwelling units per acre. The predominant development type is single-family homes, although some townhomes and other forms of attached housing may be appropriate.

##### **Proposed Policies**

Suburban Neighborhood Evolving (T3 NE) is intended to create suburban neighborhoods that are compatible with the general character of classic suburban neighborhoods as characterized by their building form, land use and associated public realm, with opportunities for housing choice and improved pedestrian, bicycle and vehicular connectivity. The resulting development pattern will have higher densities than classic suburban neighborhoods and/or smaller lot sizes, with a broader range of housing types providing housing choice. This reflects the scarcity of easily developable land (without sensitive environmental features) and the cost of developing housing - challenges that were not faced when the original classic, suburban neighborhoods were built.

Suburban Neighborhood Center (T3 NC) is intended to enhance and create suburban neighborhood centers that are compatible with the general character of suburban neighborhoods as characterized by the service area, development pattern, building form, land use, and associated public realm. Where not present, development should enhance infrastructure and transportation networks to improve pedestrian, bicycle and vehicular connectivity. T3 Suburban Neighborhood Centers are pedestrian friendly areas, generally located at intersections of suburban streets that contain commercial, mixed use, civic and public benefit land uses, with residential present only in mixed use buildings. T3 Suburban Neighborhood Centers serve suburban neighborhoods within a 5 minute drive.

Consistent with Policy?

The proposed SP is not consistent with the existing policy. RLM would support a maximum density of 4 units per acre whereas the SP proposes 6.3 units per acre. However, a community plan amendment (2014CP-005-003) has been requested to change the policy from Residential Low to Medium Density (RLM) to Suburban Neighborhood Evolving (T3 NE), which would allow densities up to 20 units per acre with appropriate design and Suburban Neighborhood Center (T3 NC) which would permit neighborhood commercial uses.

The proposed SP is consistent with the T3 NE and T3 NC policies. Increased vehicular connectivity is proposed with the completed street connection of Tiffany Drive. In addition, the proposed development is located adjacent to two collector streets which could support greater residential density.

**PLAN DETAILS**

The site is located at the southeast corner of the intersection of Rosebank Avenue and Eastland Avenue and consists of two vacant parcels. Surrounding zoning includes R10 and AG, and the predominant uses in the area include one and two-family residential.

Site Plan

The plan proposes 62 detached single-family residential units which would yield a density of about 6.3 units per acre. The units are all two-stories and are 35' to the top of the roof; however a third, exposed basement level may be included for some units to accommodate grade change. The site slopes to the east with the most significant slopes around units 34-37. The site grading plan indicates that these portions of the site will be graded to a milder slope along Tiffany Drive and in the building areas. Several tree save areas are proposed throughout the site to preserve some of the existing tree cover. Type B landscape buffers are incorporated along the perimeter of the site, and street trees are proposed along the Eastland Avenue and Tiffany Drive.

The overall site layout includes courtyards that are accessible by all units either directly or via the interior sidewalk network. Units located along Eastland Avenue incorporate front façades along that public street, and the spacing of the units mimics the rhythm of the existing houses located to the south and across the street. A number of units located along Tiffany Drive incorporate front façades that are oriented toward the street. The units located along Tiffany Drive that are not oriented toward the street will employ wraparound porches, additional glazing or landscaping so that these units adequately address the street. Representative architectural images have been provided. Elements of Craftsman-style architecture are incorporated in the design, and materials shown on the representative architectural images appear to primarily include James Hardie siding. However, the plan notes that brick, cast stone, stone, cultured stone, stucco, wood and cementitious siding may be used.

Eastland Avenue will serve as primary access to the site, with two access points shown on the proposed plan. Sidewalks are proposed along Rosebank Avenue, Eastland Avenue and Tiffany Drive with additional sidewalk connections throughout the site that connect the proposed units to the interior courtyards and public streets. The site plan also proposes a public access greenway connection to the east of the site.

A total of 196 parking spaces are provided, including 67 garage spaces and 23 on-street spaces located along Tiffany Drive. Another 67 parking spaces are dispersed throughout the site. Several bioretention areas are located throughout the site and a larger stormwater detention facility is proposed at the southeastern corner.

**ANALYSIS**

While the proposed SP is not consistent with the existing RLM land use policy, it is consistent with the proposed T3 NE and T3

NC policies. In addition, the plan meets two critical planning goals. If the associated policy amendments are approved, staff recommends approval of the SP with conditions and disapproval without all conditions. If the associated policy amendments are not approved, the staff recommends disapproval.

**FIRE MARSHAL RECOMMENDATION**

- N/A

**WATER SERVICES RECOMMENDATION**

**Approve**

- Approved as a Preliminary SP only. Revised capacity fees must be paid by Final SP/Plat stage. Construction plans must be approved by Final SP stage.

**STORMWATER RECOMMENDATION**

Approve with conditions

- An adequate downstream structure system shall be provided for the site outfall (no concentrated outflows are permitted).

#### TRAFFIC & PARKING RECOMMENDATION

Approve with a condition

- An Access Study is required prior to Final SP.

#### PUBLIC WORKS RECOMMENDATION

Approved with conditions

- The developer's final construction drawings shall comply with the design regulations established by the Department of Public Works. Final design may vary based on field conditions.
- All access points, that are not public streets, must have MPW standard ST-324 driveway ramps

Maximum Uses in Existing Zoning District: **R10**

| Land Use<br>(ITE Code)                | Acres | FAR/Density | Total Floor<br>Area/Lots/Units | Daily Trips<br>(weekday) | AM Peak<br>Hour | PM Peak<br>Hour |
|---------------------------------------|-------|-------------|--------------------------------|--------------------------|-----------------|-----------------|
| Single-Family<br>Residential<br>(210) | 9.9   | -           | 49 U*                          | 540                      | 45              | 57              |

\*Based on six two-family unit

Maximum Uses in Proposed Zoning District: **SP-MU**

| Land Use<br>(ITE Code)               | Acres | FAR/Density | Total Floor<br>Area/Lots/Units | Daily Trips<br>(weekday) | AM Peak<br>Hour | PM Peak<br>Hour |
|--------------------------------------|-------|-------------|--------------------------------|--------------------------|-----------------|-----------------|
| Multi-Family<br>Residential<br>(210) | 9.9   | -           | 62 U                           | 670                      | 54              | 70              |

Maximum Uses in Proposed Zoning District: **SP-MU**

| Land Use<br>(ITE Code) | Acres | FAR/Density | Total Floor<br>Area/Lots/Units | Daily Trips<br>(weekday) | AM Peak<br>Hour | PM Peak<br>Hour |
|------------------------|-------|-------------|--------------------------------|--------------------------|-----------------|-----------------|
| Retail<br>(814)        | 9.9   | -           | 1,300 SF                       | 94                       | 9               | 25              |

Traffic changes between maximum: **R10** and proposed **SP-MU**

| Land Use<br>(ITE Code) | Acres | FAR/Density | Total Floor<br>Area/Lots/Units | Daily Trips<br>(weekday) | AM Peak<br>Hour | PM Peak<br>Hour |
|------------------------|-------|-------------|--------------------------------|--------------------------|-----------------|-----------------|
| -                      | -     | -           | -                              | +224                     | +18             | +38             |

#### SCHOOL BOARD REPORT

Projected student generation existing R10 district: 3 Elementary 2 Middle 2 High

Projected student generation proposed SP-R district: 5 Elementary 4 Middle 4 High

The proposed SP-R zoning district could generate six more students than what is typically generated under the existing R10 zoning district. Students would attend Rosebank Elementary School, Bailey Middle School, and Stratford High School. All three schools have been identified as having additional capacity. This information is based upon data from the school board last updated September 2013.

#### STAFF RECOMMENDATION

Staff recommends approval with conditions and disapproval without all conditions subject to the approval of the associated policy amendment. If the associated policy amendment is not approved, then staff recommends disapproval.

#### CONDITIONS

1. Uses within the SP shall be limited to a maximum of 62 detached residential units, retail, restaurant, full-service, and general office.
2. Units 32 and 33 shall be removed or relocated on site so they are not stand-alone units in an open space area.

3. Access B shall be reviewed with the SP final site plan and comply with Public Works and Planning requirements. If Access B does not have vehicular connections to the remainder of the SP, it shall incorporate pedestrian connection(s) between the commercial building and the remainder of the SP.
4. Detailed landscape plans shall be submitted with the SP final site plan.
5. Wraparound porches, glazing and/or landscaping shall be incorporated into the final site plan on the side façades of units that face a public street. Side facing units shall be designed to address the street corners with a more active façade, and/or landscaping shall be used to provide a transition from the unit to the street that provides a more pedestrian oriented treatment.
6. No garage doors shall face directly onto a public street, and screening shall be provided to minimize the impact of garage doors that are visible from a public street to help provide a more pedestrian oriented streetscape.
7. Parking shall be screened or located where it is not visible from a public street to the greatest extent possible.
8. An access study shall be submitted prior to or with the SP final site plan.
9. For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Council approval, the property shall be subject to the standards, regulations and requirements of the RM6 zoning district as of the date of the applicable request or application.
10. A corrected copy of the preliminary SP plan incorporating the conditions of approval by Metro Council shall be provided to the Planning Department prior to or with final site plan application.
11. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance, or add vehicular access points not currently present or approved.
12. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.
13. All conditions required by Metro Stormwater shall be completed, satisfied and/or bonded as required by Metro Stormwater.
14. For units facing a public street, finished ground floors and porches shall be elevated a minimum of 24 inches from the abutting ground elevation.
15. All access points, that are not public streets, shall have MPW standard ST-324 driveway ramps.
16. An adequate downstream structure system shall be provided for the site outfall (no concentrated outflows are permitted).

Ms. Sajid presented the staff recommendations of approval with conditions and disapproval without all conditions.

Councilmember Westerholm spoke in favor of the application noting that several price points are offered, open space and storm water concerns have been addressed, and the improvements made will make the area more pedestrian and bike friendly.

Josh Randolph, 1628 Shelby Ave, spoke in favor of the application and stated that through five community meetings, an attempt has been made to address all concerns.

Hal Clarke, Civil Site Design Group, spoke in favor of the application and noted that his client has agreed to all staff conditions and voluntarily set a two-story height restriction at 35 feet.

Kim Hawkins, Hawkins Partners, spoke in favor of the application and noted that public access has been added to the greenway from the development and over 41% has been retained as open space.

Michael Maslowski, 1711 Sevier Street, spoke in favor of the application and stated that the location is ideal for this type of development.

Mike Zeller, 1407 Franklin Ave, spoke in favor of the application due to the price points of the development.

Tyler Ward, 1210 Ordway Place, spoke in favor of the application due to the price points of the development.

Jesse Simmons, 831 Rose Park Drive, spoke in opposition to the application due to increased traffic concerns.

Bernie Riley, 2800 Eastland Ave, spoke in opposition to the application due to increased traffic concerns and the possibility of underground caverns and graves on this property.

Becky Riley, 2800 Eastland Ave, spoke in opposition to the application and stated that the road is too narrow to handle increased traffic.

Don Blackwell, 2618 Tiffany Drive, spoke in opposition to the application due to concerns with increased traffic and density.

Ricky Patton, 2622 Tiffany Drive, spoke in opposition to the application due to concerns with increased traffic, density, and storm water runoff.

P.J. Shrift, 806 Rose Park Drive, spoke in opposition to the application due to increased density and the loss of current wildlife in the area.

Bob Lankford, 2607 Tiffany Drive, spoke in opposition to the application due to inadequate infrastructure for increased traffic.

Brooke Scurlock, 841 Rose Park Drive, spoke in opposition to the application due to inadequate infrastructure.

Josh Chesser, 815 Rosebank, spoke in opposition to the application and noted that the sidewalks identified in the plan are insufficient and not where they are needed the most.

Kim Hawkins clarified that Public Works did not require any improvements to accommodate traffic as this is only nine more units than what is currently allowed.

**Chairman McLean closed the Public Hearing.**

Ms. LeQuire asked for clarification regarding storm water concerns as well as potential underground caverns and graves.

Steve Mishu, Metro Storm Water, stated that there should be no downstream drainage issues and clarified that they will work with the applicant in the final construction plan to ensure that what is proposed meets all requirements. A more detailed engineering analysis will be conducted after the preliminary and everything will be worked out before the final SP is approved.

Mr. Haynes asked applicant about potentially relocating graves, if necessary.

Ms. Hawkins stated that she has no knowledge of graves on site.

Mr. Leeman clarified that if graves are discovered, the state archaeologist will get involved. If the graves are unable to be relocated, the plan will have to be redesigned.

Mr. Clifton asked for clarification on sidewalks.

Ms. Sajid stated that the applicant is providing all and more than what is required.

Mr. Gee spoke in support and noted that the quality and benefits of this design far outweigh the nine additional units.

Ms. Blackshear spoke in support of the application.

Mr. Ponder spoke in support of the application.

Mr. Dalton stepped out of the room at 6:54 p.m.

Ms. LeQuire spoke in support and noted that there are lots of components that are sensitive to the area.

Mr. Dalton arrived back in the room at 6:56 p.m.

**Councilmember Hunt moved and Mr. Gee seconded the motion to approve with conditions and disapprove without all conditions. (9-0)**

**Resolution No. RS2014-106**

**"BE IT RESOLVED by The Metropolitan Planning Commission that 2013SP-049-001 is Approved with conditions and disapproved without all conditions. (9-0)**

**CONDITIONS**

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